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ICS-77-6220  
18 March 1977

MEMORANDUM FOR: DCID 1/2 Ad Hoc Group

FROM:

[REDACTED]  
Chairman, DCID 1/2 Ad Hoc Group

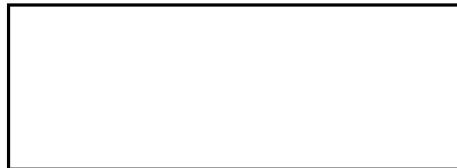
SUBJECT: Draft DCID on the Intelligence Community Planning  
System

1. The attached draft incorporates the agreed changes developed at the Ad Hoc Group meeting held on 16 March 1977. You will note that the system description is now identified as an attachment to the basic DCID.

2. An Ad Hoc Group meeting is scheduled for 25 March 1977 for final review of the draft prior to forwarding it for consideration by the NFIB. The meeting will be held in Room 6E-0708 Hqs. Bldg., 1300-1430 hours.

3. Please advise [REDACTED] if you plan to attend this meeting by COB 23 March 1977.

Attachment:  
As stated



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DIRECTOR OF CENTRAL INTELLIGENCE DIRECTIVE NO. 1/12

*Guidance and*  
THE INTELLIGENCE COMMUNITY PLANNING SYSTEM<sup>1</sup>

(Effective 1977)

Pursuant to Section 102 of the National Security Act of 1947 and National Security Council Intelligence Directives there is hereby established an Intelligence Community Plan- *Guidance and*  
ning System and a Director of Central Intelligence Community Planning Committee which will be a standing Director of Central Intelligence Committee.

*(DCI)*  
1. Planning System

*current* a. The Intelligence Community Planning System<sup>1</sup> shall include a series of annually produced documents promulgated by the Director of Central Intelligence (DCI) on the advice of the National Foreign Intelligence Board (NFIB), as current and planning guidance to the organiza- *future*  
tions of the Intelligence Community. These documents shall include substantive and resource management guidance both for operations and for planning and programming within the constituent programs of the Intelligence Community.

b. The Deputy to the Director of Central DCI Intelligence for the Intelligence Community shall be responsible for the development and maintenance of the Planning System for the Director.

c. The Planning System shall be composed of three elements, each relating to a particular time period.

(1) Current element:

*guidance*  
(a) Current planning documents will address the upcoming fiscal year. They will be promulgated annually by the Director of Central Intelligence DCI *current and, as applicable, to the budget year following.*  
*August* in the July-September period and apply to the fiscal year beginning 1 October.

<sup>1</sup> Attachment contains a detailed description of the current Planning System.

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(b) Substantive components of the current element of the Planning System will be ~~as approved by the DCI Director~~ of Central Intelligence on the basis of mutually agreed recommendations submitted by the Deputy to the Director for the Intelligence Community and the Deputy to the Director for National Intelligence.

*reviewed by  
NFIB &  
approved  
by DCI*

(c) In its inception, the current element of the system will include documents which are a follow on to the 1976 - 1977 issuances of the "DCI Goals and Objectives," the Key Intelligence Questions, and statements of requirements and priorities developed from the attachment to DCI 1/2. The current planning documents will form one point of departure for the development of the mid-range document(s).

(2) Mid-range element:

(a) Mid-range planning guidance will be published annually in the September ~~November~~ period and will address the program year and the four following years.

(b) It is intended that this element will support the annual preparation of the "DCI Program Resource Guidance" and provide direct guidance to program managers in their submissions to the National Foreign Intelligence Program budget.

(c) The mid-range planning document(s) will succeed the previously issued "DCI Perspectives for Intelligence Planning and Programming."

(3) Long-range element:

(a) The long-range planning document will be published annually prior to the mid-range planning document. It will address the period beyond the program period to 20 years in the future.

(b) The primary purpose of the long-range element is to provide insight for the development of the mid-range planning element.

*identify long-range goals*

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*Guidance*  
2. DCI Community Planning Committee

a. Mission

Mission of the DCI Community Planning Committee shall be to facilitate the development and improvement of the ~~Director of Central Intelligence Community Planning~~ System and to participate as appropriate in the preparation of the planning documents, ~~involved therein~~.

b. Functions

Functions of the committee are to:

(1) Review and make recommendations to the ~~NFIB and the DCI Director of Central Intelligence~~ concerning the content and nature of the Intelligence Community Planning System and the utility of the documents included in the System.

(2) Provide such substantive inputs to planning documents as are requested by the Deputy to the ~~Director of Central Intelligence for the Intelligence Community~~.

(2) (3) Participate in the <sup>*development*</sup> ~~drafting~~ of planning documents when so requested by the Deputy to the ~~Director of Central Intelligence for the Intelligence Community~~, and assist in maintaining the System.

(3) (4) Serve as the Community mechanism by which coordination and comments from component organizations of the Community are obtained on planning documents during the ~~drafting and review~~ process.

(4) Insure that consumer interface is <sup>*developed and*</sup> maintained at appropriate levels in constituent agencies so that ~~all user needs~~ <sup>*these are reflected*</sup> receive consideration.

c. Community relationships

Upon request of the committee chairman, Intelligence Community organizations shall furnish to the committee within established security safeguards particular information or materials needed by the committee and pertinent to its functions.

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- d. Composition, organization and rules of procedure

The composition, organization and rules of procedure of the DCI Community Planning Committee are those stated in DCID 1/3.

Director of Central Intelligence

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Attachment to:  
DCID No. 1/12

THE INTELLIGENCE COMMUNITY

PLANNING SYSTEM<sup>1</sup>

(Effective )

1. INTRODUCTION

The Intelligence Community Planning System set forth herein ~~and depicted~~  
~~in the attachment hereto~~ is promulgated by the Director of Central Intelligence (DCI) in accordance with DCID No. 1/12. This planning system provides the ~~primary~~ framework for the development and provision of intelligence planning guidance for the Intelligence Community. It constitutes one of the ~~primary mechanisms~~ <sup>one of the means</sup> whereby the DCI exercises his responsibility for the coordination and direction of Community intelligence activities. The system is designed to provide both substantive and resource management guidance for operations as well as for planning and programming. It will support ~~the more specific~~ program and resource guidance issued by the NSC Policy Review Committee. It is also designed to be of <sup>use</sup> ~~value~~ in measuring performance and identifying areas for improvement.

2. RESPONSIBILITY

The Deputy to the DCI for the Intelligence Community is responsible for the development and maintenance of the Intelligence Community Planning System. Substantive components of the current element of the planning system will be prepared in collaboration with the Deputy to the DCI for National Intelligence. The DCI Community Planning Committee will <sup>review & make recommendations</sup> assist, as appropriate, in the development and improvement of the system and in the preparation of planning documents.

1. Supersedes Intelligence Community Staff Memorandum dated 25 August, 1976,  
Same Subject.

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### 3. THE PLANNING SYSTEM

To improve the order and coherence of the intelligence planning process, the major elements of the National Intelligence Community Planning System relate to three major time periods:

- a. Current element--  
Next fiscal year.
- b. Mid-range element--  
Program year and the four following years.
- c. Long-range element--  
Beyond the program period to 20 years in the future.

### 4. THE CURRENT ELEMENT

The current planning components are published annually in the July-September period for the next fiscal year beginning on 1 October. Collectively the components provide broad guidance for operations and planning in all functional areas during the one-year period covered. They are:

- a. Current Outlook--

This component is developed and published by the Intelligence Community (IC) Staff in cooperation with the National Intelligence Officers (NIO's). It will focus on an explanation of the changes in the international ~~(or operational)~~ environment which have made particular <sup>consumer</sup> ~~user~~ needs worthy of singling out as intelligence requirements for special attention. The outlook forms the basis for the identification of priority requirements for regional and topical areas.

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and the background from which Key Intelligence Questions are selected.

b. Requirements Categories and Associated Priorities--

(1) This component provides a framework for designation of current operational requirements and priorities. (The same framework is also used for projecting changes to priorities in the mid range.) Its principal purpose is to reflect the relative importance of topical information on a geographic basis to provide operational guidance for intelligence collection, production and support activities.

(2) The requirements categories and associated priorities ~~set forth~~ are under continuing review and may be revised at any time at the request, and with the appropriate participation, of members of the Intelligence Community through procedures specified elsewhere. All other prioritization of national intelligence requirements will be related to those contained in this document (except those involved in reaction to crises).

(3) This component, published as an attachment to DCID 1/2, will receive comprehensive review at least annually by the Community Planning Committee. The priorities information will be placed on the Community On-Line Intelligence System (GOINS) computer network To

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to simplify updating and to facilitate <sup>use</sup> utilization by the Community, priorities information will be automated to the maximum extent feasible.

c. Priority and Special Requirements--

(1) Under the direction of the Deputy to the DCI for National Intelligence, <sup>specific</sup> lists of priority requirements ~~for regional and topical areas~~ will be prepared reflecting the demands for intelligence outlined in the Current Outlook ~~component~~. Emphasis will be on recognizing changed circumstances which make a statement of refined needs especially useful to intelligence program managers. These <sup>requirements</sup> lists will be prioritized in accordance with also-provide-identification-of-priorities-for-the-requirements-within the overall framework of requirements categories and associated priorities described in paragraph 4b above.

(2) As circumstances dictate, other special requirements will be published as determined by the DCI.

d. Key Intelligence Questions--

(1) From the Current Outlook <sup>requirements described</sup> and the several lists <sup>and from above</sup> of ~~priority~~ requirements ~~for regional and topical areas~~ prepared under the direction of the Deputy to the DCI for National Intelligence before each fiscal year starts, a highly selective number of <sup>questions</sup> requirements will be

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*by D/OCT/INT*  
identified/for special operational attention during the upcoming year.

(2) With Community participation, production and collection strategies will be developed for functional emphasis use by the members of the National Foreign Intelligence Board (NFIB).

*a*  
e. Goals and Objectives--

*drafted by IC staff and is*  
This component is published annually with the advice of NFIB at the beginning of each fiscal year to identify the broad goals and specific objectives of the DCI and the Intelligence Community as a whole. Goals are stated with respect to each major Community responsibility of the DCI and one or more objectives is identified for each goal.)

*move up front*  
5. THE MID-RANGE ELEMENT

This component, published annually in the fall, constitutes the DCI's Mid-Range Planning Guidance. It supports the annual preparation of the DCI Program Resource Guidance and also serves as direct guidance to all Community managers. The component has three major parts:

a. Perspectives for Planning and Programming--

This is a consideration of the changing world environment, with attention given to U.S. foreign and national security policy.

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- b. Intelligence Strategy as it Applies to the Mid-Range Period--

Application of broad intelligence strategy for supporting U.S. policy over the mid range is described. Emphasis is on the focus of intelligence effort and the needs for resources.

- c. Projected Changes in U.S. Priorities in the Mid-Range Period--

In this part, projected environmental changes are expressed in terms of anticipated modifications to current requirements categories and associated priorities within the framework of the attachment to DCID No. 1/2.

## 6. THE LONG-RANGE ELEMENT

a. This element, updated annually, before the Mid-Range Planning Guidance document is prepared, is a study which covers the years beyond the program period to 20 years in the future. Drawing on literature from many sources dealing with the long range, the effort focuses on the identification of implications for the intelligence planning process. Attention is given to exploiting progress made in long-range planning efforts within and external to the Government. Major aspects outlined in the current and mid-range elements are treated where resolution permits.

b. The long-range study is designed to be of optimum value to both mid-range planning and programming. Annual study utilization assessments will be are scheduled to provide guidance for updating the long-range study each

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year and for the purpose of identifying special studies needed to assist in resolving selected major programming issues.)

7. PREPARATION AND DISSEMINATION OF PLANNING DOCUMENTS

The Deputy to the DCI for the Intelligence community will publish schedules for the preparation and dissemination of the planning system components described above. The DCI Intelligence Community Planning Committee will assist in the preparation of documents ~~(as appropriate)~~. Each issuance and update will be referred to the NFIB for review and advice prior to approval by the DCI.

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## INTELLIGENCE COMMUNITY PLANNING SYSTEM

### CURRENT ELEMENT

(One Fiscal Year)

- Current Outlook
- Requirements Categories and Associated Priorities
- Priority Requirements for Regional and Topical Areas
- Key Intelligence Questions
- Goals and Objectives

### MID-RANGE ELEMENT

(Program Year and Four Following Years)

- DCI Mid-Range Planning Guidance
  - Perspectives for Planning and Programming
  - Intelligence Strategy
  - Projected changes in Priorities

### LONG-RANGE ELEMENT

(Beyond the Program Period to 20 Years in the Future)

- Long-Range Study
  - Global Review
  - Intelligence Implications

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MEMORANDUM FOR: *Dick*  
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You wished to be reminded that you wish to call Fritz on his NIE cost-effective study proposal to make clear that you will be annoyed if he gives up on the cost part and issues only another effective study.

*Mark*

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Date *3/24/77*

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| SENDER WILL CHECK CLASS  |                    | ACTION TOP AND BOTTOM |                |
|--|--------------------|-----------------------|----------------|
| OFFICIAL ROUTING SLIP  |                    |                       |                |
| TO   | NAME AND ADDRESS   | DATE                  | INITIALS       |
| 1  | D/DCI/NI <i>mf</i> |                       |                |
| 2  |                    |                       |                |
| 3  | <i>Circulate ?</i> |                       |                |
| 4  |                    |                       |                |
| 5  |                    |                       |                |
| 6  |                    |                       |                |
| ACTION   |                    | DIRECT REPLY          | PREPARE REPLY  |
| APPROVAL   |                    | DISPATCH              | RECOMMENDATION |
| COMMENT  |                    | FILE                  | RETURN         |
| CONCURRENCE  |                    | INFORMATION           | SIGNATURE      |
| Remarks:   |                    |                       |                |
| Dick,  |                    |                       |                |
| Attached is a proposed IC Staff research project on the costs and value of NIEs. My intent is to develop a body of data which will be of use to you and NFIB in assessing proposals for improving National Intelligence Estimates. |                    |                       |                |
| I am interested in your reactions and suggestions.   |                    |                       |                |
| <div style="border: 1px solid black; width: 150px; height: 15px; margin: 10px auto;"></div>  |                    |                       |                |
| Chief, PAID/OPEI/ICS   |                    |                       |                |
| FOLD HERE TO RETURN TO SENDER  |                    |                       |                |
| FROM: NAME, ADDRESS AND PHONE NO.  |                    | DATE                  |                |
| C/PAID/OPEI/ICS 6E04 Hq.   |                    | 3/24/77               |                |
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17 Mar 1977

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## THE COSTS AND VALUE OF NATIONAL INTELLIGENCE

### ESTIMATES--AN IC STAFF RESEARCH PROJECT

#### Purpose of the Project

The first semiannual review of intelligence made by the IC Staff highlighted consumer criticisms of National Intelligence Estimates (NIEs)\*. This project is intended to follow up on the first semiannual review along two lines:

- To develop detailed data on the costs of NIEs and their value in terms of the use to which they are put.
- To explore possibilities for reducing NIE costs or increasing their value.

#### Major Tasks

The project will consist of four major tasks:

1. Identification of the costs of producing the NIEs and other interagency products published in 1976-77. These costs are expected to be measured primarily in terms of Community manpower devoted directly to their production.
2. Determination of the specific ways in which the 1976-77 NIEs have been used, both outside and inside the Intelligence Community.
3. Performance of a pilot study in "market research" for NIEs on the Soviet Union, to determine the actual and potential needs which these NIEs might satisfy. This task will contribute to the review of possibilities for improving the value of NIEs in Task 4, and will also serve as an experiment in the application of market research techniques to intelligence production. It will be based in part on the results of Task 2.
4. Identify ways to reduce the costs of NIEs or to increase their value, for consideration by the D/DCI/NI or NFIB, as appropriate.

\*Reference: Semi Annual NSC Intelligence Review, An Assessment of National Foreign Intelligence Production, December 1976, Vol I, pp 13-14.



## Research Plan

### 1. Preliminaries

Obtain a list of all interagency products produced during 1976-77 and determine which ones to include in the research projects.

- For costing purposes, all 1976-77 interagency products should be included.
- For determining usage, it may be sufficient to research a subset of the 1976-77 interagency products, being sure to include representatives of all classes of these products.

### 2. Task 2, NIE Costs

a. Develop ground rules for defining, collecting and displaying NIE cost data. For example, to what extent are the costs of lower level products such as Backfire range analysis to be attributed to NIEs? Costs of 1976 NIEs which were incurred in 1975 or earlier should be included, but tabulated to show the time at which they occurred. Not only must costing ground rules be developed, but the logic which underlies these rules should be explained, to facilitate critical review.

b. Develop a survey questionnaire and associated distribution list to collect data on the costs of 1976-77 interagency products. It will be useful to determine, not only how much each product costs, but also how these costs are distributed over different activities, such as research, drafting, coordination, editing, and printing/distribution.

c. Follow-up the questionnaire with selected interviews to validate or expand upon the survey data.

d. Array and analyze the resulting data as appropriate to support the other tasks of the project.

### 3. Task 2, Value of NIEs

a. Identify all users of the 1976-77 interagency products under review, both inside and outside the Community, using such tools as the initial

distribution lists for each product and access lists maintained by recipient organizations.

b. Develop a survey questionnaire and associated distribution list to determine the usage of NIEs (see also first item under Task 3 below).

--Follow up the questionnaire with selected interviews as necessary to understand fully the uses to which the 1976-77 NIEs have been put. (NOTE: It may be desirable to conduct early interviews with a small sample of users in order to test and refine the questionnaire.)

c. Special procedures may be needed to survey users of NIEs who have left the Government since 1976.

d. Array and analyze the data collected during Task 2 to facilitate Tasks 3 and 4.

#### 4. Task 3, Market Research Pilot Study

a. Draft a short essay on possible uses of NIEs and other interagency products, both as an aid to designing the questionnaire of Task 2 and as a first iteration on the market research pilot study.

b. Develop a brief paper on commercial market research and its techniques, identifying similarities and differences with the problem of determining the nature of the markets for NIEs.

c. Identify actual and potential markets for current and future interagency products on the Soviet Union. As part of this effort, a generic definition is needed of "NIEs on the Soviet Union." to assist in exploring and delimiting potential (as contrasted with current) markets. A definition of the term "market," in the intelligence context, would also be helpful.

d. For each of the above markets, identify the contributions which interagency products on the Soviet Union make or potentially could make, the uniqueness of these contributions, and the value of these contributions in light of other sources of information and analysis available to these markets.

e. Assess the utility of market research as a tool to determine user needs for NIEs and other interagency products.

5. Task 4, Improvements

Based on the above work, possibilities for lower NIE costs or improved value to users should be identified and analyzed for consideration by the D/DCI/NI or NFIB, as appropriate. Improvements might, for example, be sought in the following areas:

- Drafting and coordination procedures.
- Formats of NIEs (e.g., updating pages when necessary, rather than republishing major NIEs every year).
- Schedule of interagency production.
- Topics addressed by interagency products.
- Policy guidelines for drafting the text of NIEs (e.g., highlighting changes from past editions, distinguishing evidence from hypothesis, etc.).

Organization and Schedule

The research would be carried out as an IC Staff project, largely by IC Staff personnel. The NIOs and NFIB should be informed about the work and the advice of both bodies solicited. It would be desirable to form a working group of representatives of the NFIB agencies to provide:

- A structured source of ideas and critique at key phases of the project.
- Ready access to each NFIB agency for data.
- Assistance in conducting interviews.

Tasks 1, 2, and 3 can proceed somewhat in parallel, although completion of Task 3 must await the data from Task 2. The fourth Task, of course, cannot start until the first three have been completed. Precise scheduling of the Tasks is difficult to predict, but the project probably will take on the order of six months to complete.